



~~August 21, 2007 CPC~~  
September 26, 2007 BS

STAFF'S  
REQUEST ANALYSIS  
AND  
RECOMMENDATION

07SN0338

Wawa Inc.

Bermuda Magisterial District  
Northwest quadrant of Swineford Road and Jefferson Davis Highway

REQUEST: Rezoning from Manufactured Home Park (MH-1) to Community Business (C-3).

PROPOSED LAND USE:

Commercial uses, except as limited by Proffered Condition 5, are planned.

PLANNING COMMISSION RECOMMENDATION

RECOMMEND APPROVAL AND ACCEPTANCE OF THE PROFFERED CONDITIONS ON  
PAGE 2.

STAFF RECOMMENDATION

Recommend approval subject to the applicant addressing transportation concerns, as discussed herein. This recommendation is made for the following reasons:

- A. The proposed zoning and land uses conform to the Jefferson Davis Corridor Plan which suggests the property is appropriate for community commercial use.
- B. The proposed zoning and land uses are representative of and compatible with existing and anticipated area development.
- C. The applicant is unwilling to preclude direct vehicular access to Jefferson Davis Highway and address signalization concerns, as recommended by the Transportation Department and discussed herein.

(NOTE: THE ONLY CONDITION THAT MAY BE IMPOSED IS A BUFFER CONDITION. THE PROPERTY OWNER(S) MAY PROFFER OTHER CONDITIONS. THE CONDITIONS NOTED WITH "STAFF/CPC" WERE AGREED UPON BY BOTH STAFF AND THE COMMISSION. CONDITIONS WITH ONLY A "STAFF" ARE RECOMMENDED SOLELY BY STAFF. CONDITIONS WITH ONLY A "CPC" ARE ADDITIONAL CONDITIONS RECOMMENDED BY THE PLANNING COMMISSION.)

#### PROFFERED CONDITIONS

- |             |    |   |
|-------------|----|---|
| (CPC)       | 1. | Direct vehicular access from the property to Jeff Davis Highway (Route 1) shall be limited to one (1) vehicular entrance/exit, as generally shown on Exhibit A, and shall provide an access easement to Tax ID 790-682-4694. The exact location of this access shall be approved by the Transportation Department. (T)  |
| (STAFF/CPC) | 2. | Direct vehicular access from the property to Swineford Road shall be limited to one (1) vehicular entrance/exit, as generally shown on Exhibit A. The exact location of this access shall be approved by the Transportation Department. (T)   |
| (STAFF/CPC) | 3. | Prior to Site Plan approval sixty (60) feet of right-of-way along the west side of Jeff Davis Highway (Route 1) measured from the centerline of that part of the roadway immediately adjacent to the property, shall be dedicated, free and unrestricted, to and for the benefit of Chesterfield County. (T)  |
| (STAFF/CPC) | 4. | A pedestrian barrier in the form of a fence shall be provided along the western property line immediately adjacent to the residentially zoned property. The exact design and location shall be approved at time of Site Plan review. (P)  |
| (STAFF/CPC) | 5. | The following Community Business (C-3) uses shall be prohibited:<br>a. Cocktail lounges and nightclubs. (P)   |
| (STAFF/CPC) | 6. | The developer shall analyze the drainage outfall downstream at Sherborne Road for the most restricting factor (channel capacity, floodplain and/or culvert capacity). Based on the study, the developer, to the extent practical and as determined at time of site plan review, shall retain water on site and release such that the most restrictive downstream factor is not exceeded. (EE) |
| (CPC)       | 7. | The Developer shall be responsible for the full cost of signalization of the intersection of Jefferson Davis Highway and Swineford Road intersection, if warranted as determined by VDOT. (T)   |

## GENERAL INFORMATION

### Location:

Northwest quadrant of the intersection of Swineford Road and Jefferson Davis Highway.  
Tax ID 790-682-4662.

### Existing Zoning:

MH-1

### Size:

4.0 acres

### Existing Land Use:

Manufactured home park

### Adjacent Zoning and Land Use:

North - R-7 and C-3; Vacant  
South - C-5; Industrial  
East - C-3; Commercial  
West - R-7; Single-family residential

## UTILITIES

### Public Water System:

There is a sixteen (16) inch water line extending along the median of Jefferson Davis Highway adjacent to this site. In addition, a twelve (12) inch water line extends along the south side of Swineford Road opposite this site. Use of the public water system is required by County Code.

### Public Wastewater System:

There is a ten (10) inch wastewater line extending along the median of Jefferson Davis Highway adjacent to this site. In addition, a ten (10) inch wastewater line extends along Swineford Road adjacent to this site. Use of the public wastewater system is required by County Code.

## ENVIRONMENTAL

### Drainage and Erosion:

The property drains to the north through a culvert under Sherbourne Road and then via tributaries to Falling Creek. Bensley Subdivision, through which this property will drain, is very old and the culvert under Sherbourne appears to be inadequate. Redevelopment of this four (4) acre parcel would drastically increase the drainage flowing to the north. Therefore, staff recommends that the developer analyze the drainage through Sherbourne Road for the most restricting factor channel capacity, floodplain and culvert capacity at Sherbourne Road. Based on the study, the developer may be required to retain water on-site and release such that the most restrictive downstream factor is not exceeded. (Proffered Condition 6)

## PUBLIC FACILITIES

### Fire Service:

The Bensley Fire Station, Company Number 3, and Bensley Bermuda Volunteer Rescue Squad currently provide fire protection and emergency medical service. This request will have a minimal impact on fire and EMS.

### Transportation:

The property is located at the northwest quadrant of the Jefferson Davis Highway (Route 1)/Swineford Road intersection. The applicant is requesting to rezone from Manufactured/Mobile Home Park (MH-1) to Community Business (C-3). This request will not limit development to a specific land use; therefore it is difficult to anticipate traffic generation. The applicant intends to develop a part of the property as a gas station with convenience market. Based on trip rates for a gas station with convenience market and shopping center, development could generate approximately 4,510 vehicle trips per day (vpd). These vehicles will initially be distributed to Route 1, which had 2006 traffic count of 24,133 vpd. Based on the volume of traffic it carries during peak hours, Route 1 in this area functions at an acceptable level (Level of Service B). The Transportation Department cannot support this application with direct access to Route 1 in close proximity to the Route 1/Swineford Road intersection.

The property is located within the Jefferson Davis Highway Enterprise Zone. Based on the Board of Supervisors' policy regarding development within the Enterprise Zone, road improvements will not be required by the county. When the Board of Supervisors adopted this policy, they instructed staff to continue to 1) request right-of-way consistent with the Thoroughfare Plan; and 2) review and recommend access control along Jefferson Davis Highway. Road improvements may be required by the Virginia Department of Transportation.

The Thoroughfare Plan identifies Route 1 as a major arterial with a recommended right of way width of 120 feet. The applicant has proffered to dedicate sixty (60) feet of right of

way on the west side of Jefferson Davis Highway, measured from the centerline, in accordance with this recommendation. (Proffered Condition 3)

Vehicular access to major arterials should be controlled. The property was developed as a mobile home park with one (1) direct vehicular access on Route 1, located approximately 100 feet from the Route 1/Swineford Road intersection. Because of the property's limited frontage along Route 1, approximately 220 feet, adequate separation from the Route 1/Swineford Road intersection could not be provided for such a high traffic generator, such a gas station or other C-3 uses. Accesses in the operation area of an intersection can degrade the level-of-service and could increase the rate of accidents at the intersection. For thoroughfare roadways with speeds greater than or equal to 45 miles per hour (mph), access spacing should be approximately 500 feet. Therefore, no direct vehicular access should be provided to Route 1 with redevelopment of the property. From the property, access to Route 1 could be provided via Swineford Road. (Proffered Condition 2)

Out of their own concerns for the need of a traffic signal at the Jefferson Davis Highway/Swineford Road intersection, the applicant submitted Proffered Condition 7, which requires the applicant provide the funding for such signalization. However, Proffered Condition 7 notes the Virginia Department of Transportation (VDOT) would determine the need for and enforce the signalization requirement. Staff suggests the proffer be changed to include the County Transportation Department as the enforcement authority.

The applicant is not willing to preclude access to Route 1 from the property. The applicant has proffered to limit access to Route 1 to one (1) entrance/exit (Proffered Condition 1). Without modification of this proffer to restrict all access to Route 1, the Transportation Department cannot support this request.

## LAND USE

### Comprehensive Plan:

Lies within the boundaries of the Jefferson Davis Corridor Plan which suggests the property is appropriate for community commercial use.

### Area Development Trends:

Property to the north is zoned Residential (R-7) and Community Business (C-3) and is currently vacant. Properties to the south and east are zoned Manufactured Home Park (MH-1), Community Business (C-3) and General Business (C-5) and are developed for commercial and industrial uses and a manufactured home park. Property to the west is zoned Residential (R-7) and is occupied by a single-family residence. Commercial uses are expected to continue along this portion of the Jefferson Davis Highway Corridor, as suggested by the Plan.

### Development Standards:

The request property lies within the Jefferson Davis Highway Corridor District. The purpose of this district's standards is to recognize specified areas of the County as unique and to enhance patterns of development in those areas. Development of the site must conform to the Highway Corridor District standards and the Post Development Area requirements of the Zoning Ordinance. Together, these standards address access, parking, landscaping, architectural treatment, setbacks, signs, buffers, pedestrian access, utilities and screening of dumpsters and loading areas. In addition, to address concerns about potential trespassing onto adjacent property, the applicant has agreed to provide a fence along the western property line. (Proffered Condition 4)

### CONCLUSION

The proposed zoning and land uses would be no more intense than uses currently permitted and would conform to the Jefferson Davis Corridor Plan which suggests the property is appropriate for community commercial use. In addition, the proposed zoning and land uses are representative of, and compatible with, existing and anticipated area development.

The property has a limited amount of frontage along Jefferson Davis Highway, which does not provide adequate separation from the Swineford Road intersection to accommodate direct vehicular access to Jefferson Davis Highway. Staff cannot support this request without a commitment which precludes direct access, as noted above. The applicant is unwilling to provide this commitment.

Given these considerations, approval of this request is recommended, subject to the applicant addressing transportation concerns as discussed herein.

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### CASE HISTORY

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#### Planning Commission Meeting (8/21/07):

The applicant did not accept staff's recommendation but did accept the Planning Commission's recommendation. There was support present, noting this is a good revitalization project for the Jefferson Davis Highway corridor. Concerns were expressed relative to the provision of a traffic signal at Jefferson Davis Highway and Swineford Road and relative to assistance in relocating residents of the existing manufactured home park.

On motion of Mr. Wilson, seconded by Mr. Litton, the Commission recommended approval of this request and acceptance of the proffered conditions on page 2.

AYES: Unanimous

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The Board of Supervisors, on Wednesday, September 26, 2007, beginning at 6:30 p.m., will take under consideration this request.

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